



# RACE TO THE TOP II

## ACCELERATE MICHIGAN

**Section D**

**Michigan's  
Students**

**Michigan's  
Future**

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#### **(D) Great Teachers and Leaders**

Michigan has deep capacity in teacher and administrator preparation and on-going professional development. Of particular note is that, with 32 programs statewide, we are one of the nation's "export" states for teachers; that is, the state regularly prepares more teachers than we need in-state to replace turnover. Representatives from across the country regularly come to Michigan to recruit our teachers. That being said, Michigan does have a need to continue to recruit and prepare teachers in certain hard to staff subjects such as special education, science, mathematics, world languages and occupational education. In addition, Michigan's Research I universities – an alliance of our three leading research institutions (Michigan State University, the University of Michigan and Wayne State University) – has a long tradition of offering high quality teacher preparation and professional development programs, as well as leading the nation in research on teacher preparation, teacher quality, and research in Science, Technology, Engineering and Mathematics education.

These two features – our export status and our leading research expertise – position us well to do several things in Race to the Top. First, because we overproduce teachers, we are positioned well to take important next steps with regard to teacher and leader preparation, certification, and professional development. Moreover, because we have deep knowledge of research on teacher quality policies, we can both design policy experiments that speak to the crucial issues in teacher quality so that the work done in Michigan informs future program development in the state and inform researchers, educators, and policymakers nationwide.

We begin this part of the proposal with several assertions:

First, today's educational system is entirely new. K-12 education includes public schools, charter schools; and private schools. Within these various schools students are offered options such as online coursework, advanced placement courses, International Baccalaureate programs, and dual enrollment at community colleges. Teacher preparation options also include traditional, online, and alternate routes. The variability within any of those categories (public, charter, private, traditional, alternate) is so great as to make those labels outdated and meaningless. As a consequence, we need to conceptualize the educational system as new, as one that embraces those distinctions.

Second, with regard to teacher quality, research has demonstrated several things. What the system needs is high quality innovation in terms of program development. Research has clearly shown that there is variability within alternative routes into teaching across the U.S. Research has also demonstrated that recruitment, preparation, retention, and evaluation must be interwoven. We cannot improve the quality of teachers if we do not simultaneously work on multiple fronts: recruiting the best, supporting those who enter the profession, retaining those who show promise of becoming effective, dismissing those who are not effective based on sound data and appropriate procedures, and providing on-going professional learning opportunities to help teachers meet the changing demands of schools.

Finally, research has also demonstrated that teacher quality is not a matter that rests solely on individual teachers, but is also intimately related to working conditions. Teachers do not become effective until they stay in teaching for at least 3-5 years; to stay in teaching, they need effective principals, collegial workplaces, and good materials and resources with which to work. Without these supportive conditions, all the recruiting or preparation in the world will not lead to a high quality teacher workforce. This points out one of several direct connections between preparing good teachers and leaders. Throughout this part of the proposal, we will address both.

This final point bears repeating and expanding: Without an integrated view of the system, we cannot improve teacher or principal quality. Thus, our goals for standards and assessments, building a data system, working with low achieving schools, and developing a robust and valid set of measures for teacher and principal evaluation are fundamental to the teacher quality reforms we propose here.

Finally, the last 20 years have witnessed an unprecedented amount of experimentation in teacher and administrator quality policies. But unlike medicine, the U.S. educational system has no tradition of linking that experimentation with research. There is not a culture of building both data systems and research designs that allow us to gather data that will improve the experiments we have put in place, provide evidence that some should be closed down, or inform the national/international discussion of teacher quality and its ongoing improvement.

Our proposal for preparing great teachers and leaders has 5 prongs. Please note the re-ordering of application sections, in order to better reflect Michigan’s coherent plan for teachers and leaders, as follows:

1. Providing high quality, experimental pathways for aspiring teachers/administrators (D)(1)
2. Supporting research on the relative effectiveness of both innovative and existing programs (D)(4)
3. Ensuring equitable distribution of effective teachers and principals (D)(3)
4. Development and delivery of high-quality professional development (D)(5)
5. Teacher and principal evaluation (D)(2)

**D.1 Providing high quality, experimental pathways for aspiring teachers/administrators [*Corresponds with Section (D)(1) in federal notice*]**

*Teacher preparation*

A core take-away message for research on teacher quality is that alternative is not the point, high quality is. Michigan is committed to creating and enabling innovation in teacher preparation, both within colleges and schools of education and through other agencies, insofar as that will lead to the preparation of more and better teachers. For example, since 1993 (two years before the first officially-recognized alternative route was established in New Jersey), representatives of the Michigan Department of Education served on the Board of the Wayne State University-led alternative approach to preparing teachers in Detroit, along with representatives of the Detroit Public Schools and the Detroit Federation of Teachers. As one of only ten programs originally funded nationally in 1993 by the DeWitt Wallace-Reader’s Digest Fund, the Wayne State University-led alternative preparation program has provided initial preparation in Detroit for more than 1,100 PreK-12 teacher candidates in mathematics, the sciences, special education, and other hard-to-staff teaching disciplines.

In 2002, Michigan was awarded a Teacher Quality Enhancement Grant in which Michigan State University was awarded a subgrant to administer the program. The Teacher Quality Enhancement grant funds were used to build the state’s infrastructure for

reforming its teacher preparation system, improving teacher induction and mentoring and expanding alternate route programs offered by teacher preparation institutions. The funds were used to develop the “Advocating Strong Standards-based Induction Support for Teachers” (ASSIST) online professional development modules and support for novice teachers, which are widely accessed by novice and experienced teachers across the state. Grant funds also supported the Wayne State University “Limited License to Instruct Project”, which trained over 300 Detroit Public School long-term substitute teachers changing their status to fully certificated teachers. Finally, funds were used to establish a framework for a new Three-Tiered teacher licensure system in which advanced licensure will be based on teaching performance and effectiveness.

The state department has continued this commitment to innovation within universities by inviting programs to submit alternative certification programs in all areas. In fact, the URC universities are models for some of this experimentation. In addition to the aforementioned Wayne State program, Michigan State University has one of the oldest residency programs in the country, having created its teacher preparation program based on the medical residency 20 years ago. The University of Michigan, as the leading university to contribute teachers to Teach for America, recently reached an agreement to offer an alternate route preparation program for at least 75 Teach for America corps members to teach in schools in the Detroit area. Race to the Top funding will support schools that employ Teach for America corps members.

At the close of its most recent legislative session, the Michigan Legislature enhanced the state’s ability to offer alternate preparation programs that meet the needs of both our school districts and potential teacher candidates. House Bill 5596, 2009 Public Act 202, added Section 1531i to the Michigan Revised School Code, which provides that the superintendent of public instruction shall develop a process to grant an Interim teaching certificate that authorizes an individual to teach in public schools while completing an alternate route program. A person with an Interim teaching certificate under Section 1531i must demonstrate satisfactory teaching performance for three years under that certificate and meet standards approved by the Superintendent of Public Instruction before being granted a teaching certificate as prescribed under section 1531 of the Michigan Revised School Code.

The emphasis of this legislation was to streamline the process for implementing alternative, innovative, high quality programs. To that end, approved programs must:

- Be selective in their acceptance practices.
- Accept only candidates who hold a bachelor's degree or higher from a regionally accredited college or university with a grade point average of at least 3.0 on a 4.0 scale (or the equivalent on another scale).
- Require candidates to pass both the Michigan Test for Teacher Certification basic skills and appropriate subject area examinations prior to acceptance into the alternate route program.
- Demonstrate a proven record of producing successful teachers in one or more other states or be modeled after a program that has a proven record of producing successful teachers in one or more states.

This law became effective January 4, 2010. After developing criteria to be approved by the Superintendent of Public Instruction and an application and review process, the Michigan Department of Education will accept applications from providers interested in establishing approved alternate teacher preparation programs beginning fall 2010.

In a recent letter to the editor of the New York Times, one principal wrote with references to teachers, "I don't care where they come from, just make them good!" That is both common sense and empirically supported. Thus, while Michigan is committed to opening the doors to new preparers of teachers and administrators (to be discussed below), we are also equally committed to encouraging existing programs to re-conceptualize, reinvent, and experiment so that we get the best people into our schools, especially in the urban and rural areas that need them the most, and in areas that are hard-to-staff (we know, for example, that we have a pipeline problem in science, technology, engineering and mathematics [STEM] areas). We will continue that tradition by establishing the Innovation in Teacher and Administrator Preparation Consortium, which will invite programs both inside and outside of universities to be approved using the

following criteria (Levine, 2009; National Academy of Education, 2009; National Research Council, 2010):

1. Focus on a core set of identified practices that all new teachers need to master.
2. A commitment on the part of all programs to embed state standards and assessments in teacher and administrator preparation, thus aligning teacher/administrator preparation with the state policies that guide instruction.
3. A demonstration that teacher and administrator preparation incorporates the findings of the most current research in effective teaching practices, curriculum, and student assessments
4. A plan for the recruitment of high quality candidates who are interested in teaching hard-to-staff content or in rural and urban areas.
5. A commitment to the on-going support of program graduates through a research-based induction program.
6. A commitment to collect data using high quality measures of teacher and administrator knowledge and practice, as well as student achievement data for the purposes of on-going program improvement, as well as the closure of programs that do not provide sufficient evidence of effectiveness within five years.

We have already launched this effort through our participation in the Woodrow Wilson Teaching Fellows program, a new initiative that addresses the shortage of mathematics and science teachers. The program utilizes a strong practicum component while participants earn a master's degree in education. It will recruit 240 aspiring teachers during the next five years to place them in high-need middle and high schools in one of five districts: Battle Creek Public Schools, Kalamazoo Public Schools, Benton Harbor Area Schools, Grand Rapids Public Schools, or Detroit Public Schools. Fellows can be college seniors, recent college graduates, or persons who desire to change careers. Fellows will receive a \$30,000 stipend and are required to commit to teach for at least three years in a high-need school after completing the program; this reflects a \$16.7 million commitment from the Kellogg Foundation.

This program represents a new approach to teacher education that seeks to transform teacher education while preparing future leaders in the teaching profession. The six institutions at which the Fellows will be prepared (Michigan State University, University of Michigan, Eastern Michigan University, Western Michigan University, Wayne State University, and Grand Valley State University) are required to redesign curricula to improve teacher preparation, to create clinical experiences to help teacher candidates succeed in diverse populations, and to assess candidates' performance in the classroom. In order to support the program requirements, the participating universities agree to match a \$500,000 enrichment grant from the Kellogg Foundation. The first cohort of Fellows will be announced in spring 2011.

### *Leader preparation*

Michigan's recent history with school administrator licensure makes it unique among states since the administrator license was eliminated by legislative action in 1995 (Public Act 289, 1004). School leader positions, by state law, were open to anyone who met the local district's requirements with or without the benefit of an administrator preparation program or license. It can be argued that Michigan established alternate route for the employment of school administrators as early as 1994 since no specific training or degree was required. Even so, Michigan universities continued to offer graduate programs in educational leadership and faculty in these programs remained in close contact through the Michigan Association of Professors of Educational Administration. Among Michigan higher educational institutions during this time period, Michigan had a system in place collect data about graduate degrees held by administrators. In addition, the License 2000 system could be used to track already-held certification of administrators.

Legislation passed in 2006 reversed the situation by establishing a voluntary administrator certificate which could be required by employers. In the following years, multiple stakeholders, including Michigan Department of Education, universities, state-level professional associations, and school districts worked together to build an Aligned System of Leader Development in Michigan, with funding support from the Wallace Foundation. The voluntary certification and endorsement law (Public Act 335) was

passed in August 2006; Michigan developed and implemented Michigan Standards for school principal preparation in 2004, and developed and implemented Michigan standards for central office administrators in 2009. Legislation passed in December 2009 made the school administrator certificate mandatory for any Michigan educational leader with primary responsibility for administering instructional programs. The law stipulates that administrators who are currently employed can remain in those positions without a certificate. If they wish to be employed in a new position they may do so, but would have six months to enroll in an administrator preparation program either traditional or alternate route.

The three-tiered credential system begins with preparation of school administrators in Michigan Department of Education-approved university programs. Individuals may earn an administrator certificate with an endorsement for Elementary and Secondary Principal or Central Office Administrator, depending on the standards-based preparation program completed at an approved Michigan institution. Fifteen Michigan colleges and universities have Michigan Department of Education-approved school principal preparation programs. Seven Michigan universities have Michigan Department of Education-approved central office administrator preparation programs. The second tier adds job-embedded specialty endorsements to administrator certificates held by experienced leaders, based on actual administrative *performance* and earned by successfully completing Michigan Department of Education-approved professional association endorsement programs. The third tier requires expert leaders to demonstrate *impact* of their leadership to earn an enhanced endorsement for their certificate, also earned by successfully completing an Michigan Department of Education-approved professional association program.

Michigan's credentialing system goes beyond the systems of other states with the above value-added endorsements. Specifically, the provisions for specialty and enhanced endorsements represent an "alternate" component of the credentialing process that is independent of higher education endorsement and, thus, is evidence of Michigan's groundwork for eventual alternate pathways to the administrator certificate as authorized by (Public Act 205 of 2009 Michigan Compiled Law 380.1536). Specialty (performance-based) endorsement programs currently approved and the professional associations

include: Michigan Leadership Improvement Framework Endorsement (MI-LIFE) (a partnership among the Michigan Department of Education, Microsoft, and the Professional Associations); Courageous Journey (Michigan Association of School Administrators); Executive Leadership Series (Michigan Association of Secondary School Principals); School Leadership Speciality Endorsement Program (Michigan Elementary and Middle School Principals Association); and Curriculum Leaders Institute (Michigan Association of Supervision and Curriculum Development)

The basic framework for delivery of pre-service and continuing preparation is in place, and new specialty and enhanced endorsement programs are currently in design or initial implementation. Both preparation programs provided by institutions of higher education and endorsement programs provided by professional associations are expected to collect outcome data from individuals who complete their programs. Such outcome data is reviewed by the Michigan Department of Education as part of ongoing program audit processes, which are expected to lead to program improvement. The expansion of endorsement options will heighten the need for current and emerging models to be validated through careful evaluation studies. Such studies, coupled with program evaluations that follow graduates into their work settings and report gains in student achievement will focus refinement efforts. Proven programs will attract more students through competitive processes. Additionally, reliable evaluations will enable the State Board of Education to rescind approval for preparation or endorsement programs that fall short of the standards.

## **D.2. Supporting research on the relative effectiveness of both innovative and existing programs for teacher and administrator preparation**

*[Corresponds with Section (D)(4) in federal notice]*

Despite openness to experimentation, Michigan has done less well in collecting good data on the effectiveness of existing and future alternate/experimental/innovative programs for teacher or administrator preparation. Recall our entering assumption that good research needs to be put in place alongside these programs – indeed all teacher and administrator preparation – in the state. Thus, we also propose that the State’s three Research I universities— Michigan State University, University of Michigan, Wayne

State University, serve as lead co-partners for a statewide Teacher and Administrator Preparation Research Consortium. (Note also that all three Research I institutions are partners in the Woodrow Wilson initiative and thus will also be members of the Teacher and Administrator Preparation Consortium.)

This consortium, in collaboration with the Michigan Department of Education and the Teacher and Administrator Preparation Consortium, will design research that collects data on the variability across alternate and “traditional” programs for two reasons. Collecting data on program effectiveness can feed immediately back into programs both for their improvement and, in the case of ineffective programs, their closure. In addition, the design of good research will be able to contribute significantly to discussions about the policies and practices that lead to the preparation of high quality teachers and administrators. This University Consortium would have the infrastructure, experienced faculty, and capabilities to partner in the design, conduct, and dissemination of evaluation research on the effects of preparation programs statewide. Research on the effects of teacher and administrator preparation in Michigan, designed in partnership with the Michigan Department of Education, could provide the State with additional data sources for data triangulation linked to measuring PreK-12 student performance and teacher performance.

The increased attention to existing data on quality teacher preparation has led several important organizations to issue research recommendations re: teacher preparation. Given Michigan’s array of already existing programs, openness and commitment to experimental programs, the Research I universities’ deep expertise in teacher quality, teacher preparation, and science, technology, engineering, and mathematics (STEM) education research, Michigan is uniquely positioned to conduct research along those recommended lines. We propose initially to focus on the following issues (see National Academy of Education, 2009; National Research Council, 2010 for discussion of the imperative to pursue these questions):

- Comparisons of programs in terms of *selectivity*; their *timing* (whether teachers complete most of their training before or after becoming a classroom teacher); and their specific *components and characteristics*.

- The effectiveness of various approaches to preparing teachers in classroom management, teaching diverse learners, and assessment; and
- The influence of aspects of program structure, such as the design and timing of field experiences and the integration of teacher preparation coursework with coursework in other university departments.
- The extent to which the required course work and experiences in core content areas and teacher preparation programs more generally are consistent with converging scientific evidence

Calls for rigorous, systematic, longitudinal inquiry into administrator preparation programs convey equal urgency. The changes in Michigan's certification status and provisions create a unique opportunity to conduct research with high potential to inform the field. Our initial research targets include the following (Darling-Hammond, et al., 2007; Young et al., 2007).

- Compare programs in terms of selectivity; their timing; and specific program content and approaches to development of leadership skill sets.
- Determine effectiveness of various approaches to preparing administrators in managing the instructional program, managing the school to enable teachers work; and managing the development of human capital through assessment and evaluation;
- Examine various configurations for field-based internships, with attention to timing, depth of experience, and guidance from university and school or district personnel;
- Compare the design, program structure, funding, and effectiveness of administrator preparation partnerships, particularly those customized for particular contexts;
- Inquire into the effect of state policies on administrative preparation;
- Develop evaluation models for evaluating and improving programs and coursework, including the collection and use of data for benchmarking performance over time within regional and institutional contexts.

In addition to pursuing research along these dimensions, using the data system outlined in Section (C), Michigan will also be able to link student achievement and student growth (both as defined in this notice) data to the students' teachers and principals, and to, in turn, to link this information to the in-State programs where those teachers and principals were prepared for credentialing, and to publicly report the data for each credentialing program in the State.

The Michigan Department of Education's teacher certification database includes a personnel identification code. As described in Section (C), Michigan now has the authority to link these teacher codes to student unique identification code (UIC) and ultimately back to the teacher preparation institution code. The timeline for linking teacher identifiers with student identifiers is spring of 2011 (the end of the 2010-2011 school year). The Michigan Department of Education will coordinate with Michigan's Center for Educational Performance and Information to connect student achievement and growth data from local, state and national sources, and results from the newly designed Framework for Educator Evaluations. The Michigan Department of Education already has established strategies for publically reporting the effectiveness of its teacher preparation institutions in accordance with the Higher Education Act, Title II, Section 208(a). The "Teacher Preparation Performance Score Report and Corrective Action Plan" uses a set of criteria to assess institutions and derive a score that identifies them as exemplary, satisfactory, at-risk, or low performing.

A major component of the preparation score is the three-year cumulative Michigan Test for Teacher Certification test pass rate. Other criteria include program approvals, program completion rate, surveys of efficacy of teacher candidates, institutional responsiveness to state need in terms of diversity and preparation of teachers in high need subject areas such as mathematics, science, world languages, and special education. This provides an incentive to institutions to recruit teachers in these hard to staff content areas as they are given the additional "bonus" points in this area. The student growth connection to teachers and teacher preparation institutions will be added to the performance score criteria in 2012, which is the earliest that two years of student growth will be available.

This accountability system will be used with all existing teacher preparation programs. The performance score is made publicly available by presenting it at a State Board of Education meeting and posting it on the Michigan Department of Education's Office for Professional Preparation Services website. The public reports are in the form of the percentage of teachers passing the Michigan Teacher Test for Certification exams \ and Teacher Preparation Institution Performance Scores. Institutions that do not obtain satisfactory or better performance scores are required to submit a self-assessment and a plan of improvement as well as move their institution to a satisfactory level within two years. Currently, failure to do so may result in loss of their approval as a teacher preparation institution in accordance with the State Board of Education approved corrective action sanctions. In addition, all approved teacher preparation institutions are required to be nationally accredited by either the National Council for the Accreditation of Teacher Education or the Teacher Education Accreditation Council by 2013.

Michigan's goal is to improve teacher preparation institutions, in much the same way that Michigan will improve student achievement, through a responsive and targeted use of data and action. Michigan has a system in place for evaluating teacher preparation institutions; however, this is in need of revisions to make it align with Michigan's newly implemented Framework for Educator Evaluation and improvements in data systems. In order to make critical, high-stakes decisions regarding the efficacy of institutions, a careful and well-designed system must be in place. To that end, Michigan proposes to use Race to the Top funds to undertake the following activities in support of developing a system for evaluating and supporting teacher preparation institutions: (1) convene a working group with representatives of all teacher preparation institutions in the state, as well as other key stakeholders; (2) identify the types of evidence that will be necessary to assess and support teacher preparation institutions, and (3) identify potential gaps in the current data system that will be necessary to fill in order to implement this teacher preparation program evaluation framework. While we recognize the need for a clear plan in the submission of this application, we feel it is more critical to undertake a thoughtful, reasoned process—in light of the developments in other areas of the state, such as the newly mandated educator evaluations—in order to develop a system that is both rigorous and fair.

The teacher preparation accountability system will be the basis for building a similar accountability system for principal preparation programs. Recent passage of Michigan law (December 2009), requiring administrator certification in Michigan authorizes the Michigan Department of Education to develop and implement an administrator preparation accountability system and publicly report in the same manner as teacher preparation programs. The timeline for developing and implementing the principal preparation performance score will be targeted for Fall 2011. The Michigan Department of Education will convene a group of stakeholders including representatives from administrator and teacher associations, higher education, local districts, intermediate school districts and the Michigan Department of Education to work collaboratively on this initiative. The timeline for identifying stakeholders is April 2010. The stakeholders will begin meeting in June 2010 with a recommendation for the principal preparation performance score to the State Board of Education by December 2010. Michigan's four-year history with conducting the teacher preparation institution performance scoring provides a solid foundation for expansion of that system and for development and implementation of an administrator preparation accountability system.

### **D.3. Ensuring equitable distribution of effective teachers and principals**

*[Corresponds with Section (D)(3) in federal notice]*

The equitable distribution of high quality teachers and administrators is a civil right of Michigan school children, across urban and rural settings, across hard to staff subject areas, and across socioeconomic levels. Ensuring that students in high-poverty and high-minority schools have equitable access to as defined through annual evaluations using the Framework for Educator Evaluations is a priority to the State. Michigan defines "high-poverty" schools in accordance with Section 1111(h)(1)(C)(viii) of Elementary and Secondary Education Act as schools in the top quartile of poverty in the State and "low-poverty" schools as schools in the bottom quartile of poverty. Similarly, Michigan defines "high-minority" schools as schools in the top quartile as represented by the percentage of minority students enrolled. Another approach to identifying need is attending to low performing schools. By definition, a low performing school is one in which students have needs for improved resources.

The problem of ensuring the equitable distribution of teachers and administrators is multi-faceted; here we focus on three issues: identifying shortage areas, recruiting and preparing teachers/administrators to be distributed, and keeping them.

#### *Identifying inequities in distribution*

Attracting qualified candidates begins with the careful identification of what shortage areas are relevant in our state. The Michigan Department of Education works with the Center for Educational Performance and Information to collect the Registry of Educational Personnel twice annually in order to monitor, evaluate, and identify areas of teacher shortage. The data on permits, annual authorizations, and special education approvals are used to calculate the number of teacher vacancies in Michigan. The annual list of teacher shortages is prepared in accordance with the formula that is provided by the United States Department of Education for loan forgiveness programs.

Michigan's "2006 No Child Left Behind Teacher Equity Plan" outlines efforts and strategies undertaken relative to the equitable distribution of highly qualified teachers. This most current version of this plan is available online through the Michigan Department of Education website and is included in this application as Appendix D.1 (2006 No Child Left Behind Teacher Equity Plan). Effectiveness is a new criterion whereby teachers and principals will be evaluated. As is described in Section (C), Michigan has a teacher identifier system in place and will expand it to link student achievement and growth data to specific teachers and schools, thereby linking these data to principals. The Michigan Department of Education will work with the Michigan Center for Education Performance and Information to add the necessary fields to the Registry of Educational Personnel to collect and provide information on the effectiveness and student achievement. Michigan is required to report annually on the distribution of the number and percentage of teachers and principals in all types of schools including those identified as low-performing. The timeline and milestones for these data revisions are included in Section (D)(2)(ii).

Equitable distribution data have been compiled using data from the fall 2007 registry of educational personnel. The fall 2007 registry data were used due to the ability to match it with the current Consolidated State Performance Report data. Michigan's

2009 data indicates that 98.49% of Michigan's core academic classes are being taught by highly qualified teachers and 87.74% of Michigan's core academic classes are being taught by experienced teachers. A combined summary table is also provided as Appendix D.2.

Of the 210,518 classes taught in Michigan schools during the 2007-2008 academic year, 207,346 (98.49%) were taught by highly qualified teachers and 86.44% were taught by both high quality and experienced teachers. Of the 210,518 classes, 3,172 (1.51%) were taught by teachers that had not yet demonstrated highly qualified status. A total of 451 (0.21%) classes were taught by teachers that were both non- highly qualified and new to the teaching profession (or inexperienced). This 0.21% more than likely represents inexperienced teachers in special education assignments, general education out-of-field assignments, or simply errors on the local education agency data submission.

Overall, the majority of Michigan's classes are being taught by highly qualified, experienced teachers. In examining the data in relation to district's minority and poverty status, there is not a significant drop in highly qualified and experienced teachers at the high ends (high poverty and/or high minority). The range of difference between the minority/poverty situations is 1.09% or less for classes taught by highly qualified teachers and 6.73% or less for classes taught by experienced teachers. Minority status appears to play less of a role in whether or not a class is taught by an highly qualified or inexperienced teacher. The data also indicates that within the high poverty/high minority situations, the public school academies/charter schools have significantly higher number of inexperienced teachers versus the other public schools.

The most recent June 2009 Registry of Educational Personnel collection indicates that 99.1% of Michigan's core academic classes are taught by highly qualified teachers. That is up from the reported 98% from the December 2008 collection. Given that Michigan's schools employ over 100,000 teachers annually with only about 2,500 (.025%) being first year teachers the issue of equitable distribution is not as profound as it might be in other states. Even so, the need to assess teacher effectiveness becomes more important as the gaps in the educational achievement of minority students continue to be a serious challenge.

Once data are available, Michigan will target efforts on ensuring that students in high-poverty and/or high-minority schools have equitable access to highly effective teachers and principals. In the interim, Michigan will continue to use available data to examine the distribution of teachers based on highest education degree, licensure category, and highly qualified status, as conducted in the Regional Education Laboratory-Midwest “Beyond Compliance” Technical Reports 1 and 3 (Lynn & Schneider, et al, 2007; Lynn, Keesler, & Schneider, 2008; Keesler, Lynn, Zhou, & Schneider, 2009). The following strategies and initiatives will enable Michigan to approach the equitable distribution of effective teachers and principals systemically.

#### *Data Systems*

Quality data systems will be used to identify areas of specific need. Analysis of longitudinal data will illuminate potential sub-challenges within the larger areas of need. For example, data may indicate that specific schools have annual shortages even though the overall number of teachers needed has not changed, as was suggested by a report through the Regional Education Laboratory-Midwest focusing on teacher supply and demand to meet the Michigan Merit Curriculum (Keesler, Wyse, Jones & Schneider, 2008). This would indicate that efforts should be targeted on teacher retention rather than just teacher recruitment. Michigan’s current data system and the planned expansion of the data system allow the State to perform these types of data analyses. These analyses will be expanded and conducted yearly, and will be refined as new data become available and in light of changing curricular needs. In addition to determining whether effective teachers are equitably distributed across schools, the data system also will allow determination as to the effectiveness of principals staffing high-poverty and high-minority schools.

The Michigan Department of Education has the ability to determine the number of principal vacancies and where they are located in the State by using Registry of Educational Personnel data. The Michigan Department of Education Office of Professional Preparation Services will prepare a list of principal vacancies on an annual basis beginning with the 2009–10 academic year and publicly report them.

### *Recruitment*

In order to attract qualified candidates, the Michigan Department of Education directs teacher preparation institutions to prepare teachers in areas of shortage by implementing the “Teacher Preparation Institution Performance Score and Corrective Action Plan” in accordance with the Higher Education Act, Title II, Section 208(a). One of the criteria in the performance score awards points to teacher preparation institutions that respond to State needs by preparing more teachers in high-need or shortage areas such as mathematics, science, world languages, and special education.

The Michigan Department of Education will institute an accountability instrument and process similar to the “Teacher Preparation Institution Performance Score” for both “traditional” and “alternative” teacher, principal, and central office administrator certification programs. These performance scores will provide transparency and accountability to the public about the quality of different educator preparation programs. Like the established “Teacher Preparation Institution Performance Score” used currently, the scores will provide ratings to programs that respond to State needs by preparing teachers and principals prepared to serve in high-need or shortage areas, whether they are subject area shortage areas that can be served by teachers or geographic shortage areas that can be served by teachers and principals.

In order to use the teacher and principal shortage data to adequately recruit and prepare teachers and principals to fill these critical shortage areas, Michigan will:

- Promote the portability of tenure to attract highly effective teachers to hard-to-staff subjects, schools, and districts by informing districts of their option to waive tenure requirements for experienced teachers who they employ in high-need areas.
- Continue to use the publicly reported “Teacher Preparation Institution Performance Score” to provide an incentive for teacher preparation programs to focus on critical shortage areas.
- Collaborate with the Research I universities and the Michigan Department of Energy, Labor and Economic Growth to recruit laid off engineers and other professionals into teaching to fill the growing need for a rapid deployment of

mathematics and science teachers identified in the recent report by Dr. Schneider at Regional Education Laboratory Midwest. The Michigan Department of Education is exploring the New Jersey Traders to Teaching Program as a potential model.

- Work with agencies and universities invested in administrator and teacher preparation to create innovative and alternative programs to increase the number of effective and highly effective teachers in Michigan's lowest performing schools by joining the Teacher and Administrator Preparation Consortium (described above). Recall that this includes our participation in the Woodrow Wilson Michigan Teaching Fellowship. The Teacher and Administrator Preparation Consortium will specifically focus on the following: (1) recruitment of motivated young teachers and recent college graduates through collaboration with established traditional and alternative route teacher preparation programs, including Teach For America and The New Teacher Project; (2) recruitment of career changers who may want to work in the targeted schools and high-need subjects; (3) recruitment of existing effective and highly effective teachers to transfer to high-need schools in other school districts; (4) recruitment and training of teacher leaders in order to enlarge the leadership capacity in high-need schools; and (5) recruitment and training of principals and superintendents to work in struggling schools and districts. Specific elements of the program will be determined as it is developed and will consider what works best based on the research on successful alternate route programs.

### *Retention*

Recruitment and high quality preparation are essential. But retention is paramount. The data are compelling: It takes teachers at least 3-5 years to become high quality; our hypothesis is that it takes administrators just as long. To grow and nurture a high quality workforce and to keep them distributed equitably across the state and across

hard-to-staff areas, we need to keep teachers and administrators in those schools long enough to let them become effective.

The research shows that, even when incentives work, unless mechanisms are put in place to create a culture of learning for teachers and administrators, teachers will leave challenging schools. This then connects back to our discussion of creating conditions for change and points to the interconnectedness of all aspects of our proposed work. Teachers can only become effective if they stay in teaching long enough to learn to teach. Teachers do not stay in schools in which they are unsupported. Thus one needs to prepare and support principals who can create conditions to support teachers, including clear organizational goals, adequate instructional guidance and materials, a professional, collaborative culture of adults, and a safe and orderly school culture in which students have voice or make decisions about their own learning. The more supportive the district culture, the more likely the school is able to sustain reform.

All school districts that participate in efforts to distribute effective teachers will need to demonstrate that it is also implementing policies concerning the working conditions of teaching and leading, including:

- Teaching assignments that are aligned with teachers' expertise (i.e. highly qualified teachers),
- Focused induction and professional development programs for both teachers and leaders,
- Supports for the development of school culture, including collegial interaction,
- High quality curriculum and related instructional materials that leverage the work done on the Common Core of Standards and accompanying instructional materials , including the supports described in Section (B),
- Student tests that were aligned with those curricula (including here assessments used from the SMARTER Balanced Assessment Consortium) and all assessments described in Section (B),
- Well prepared principals and school leaders,
- A combination of valid and reliable measures of teacher and principal performance, and

- Policies for teacher/principal dismissal after a reasonable period of low performance. (National Academy of Education, 2009). In Michigan, periods of low performance will be identified via the implementation of the Framework for Educator Evaluation as described in Section D(2).

Here too, in keeping with the goals of RESPONSE, we note that all of these policies will be continually reassessed using data collected through our data systems in order to adjust and revise the policies. The Race to the Top investment is too large not to couple all proposed experimentation with research designed by the Research I institutions to critically examine the power of these proposals.

#### **D.4. Providing effective on-going support for both teachers and leaders**

*[Corresponds with Section (D)(5) in federal notice]*

The goal of Accelerate Michigan is to raise student achievement for all, with special emphasis on accelerating the learning gains of low-achieving students. This means improving the instructional core by changing the velocity – the speed and direction – of what happens in classrooms on a daily basis between teachers and their students. Our theory of action argues that Race To The Top funds will enable us to increase the capacity – the knowledge, skills and dispositions – of our teachers and leaders, and that this increased capacity throughout the system, the collective capacity, will provide the momentum we need to reach the goals we have set for our students and ourselves for the 21<sup>st</sup> Century.

Capitalizing on the progress we have made as a state on standards and assessment, the data we have on students and educators, and our early success with turning around persistently low-achieving schools will require Accelerate Michigan to provide effective and on-going support for both teachers and leaders. This section of our application describes a coherent plan for professional development that includes four strategic priorities: 1) improving support for high-quality instructional practices; 2) using data to drive decision-making and improve instruction; 3) increasing the assessment literacy of all teachers and leaders; and 4) training all educators on the use of the Framework for Educator Evaluation. Supporting these strategic priorities is a commitment to the use of

evidence to evaluate the effectiveness of our professional development efforts and to build the statewide commitment and capacity to evaluate professional development quality.

### *Accelerate Michigan's Approach to Professional Development*

Accelerate Michigan's overall approach to improving student achievement and closing achievement gaps by improving instruction through a culture of quality data is conceptualized in RESPONSE (see Section (A)). Just as Michigan is moving away from seat time to proficiency and outcomes for students and for teacher preparation programs, it is also moving away from the traditional understanding of professional development as being associated with a series of disparate workshops and courses with no specific focus or coherence. As outlined in RESPONSE, the new generation of professional development will be responsive, targeted, and most importantly, will originate from the most appropriate level. Below, strategies for professional development implementation will be delineated for each level of RESPONSE: teachers, schools, districts, Intermediate school districts, and the state.

The Accelerate Michigan Office (outlined in Section (A)) will include a cross-functional professional development team, and will fulfill the following three crucial functions to organize and streamline professional development in Michigan: (1) convening the working groups described throughout this application that will design professional development for diverse purposes and supporting the work of those groups, (2) using grants to incentivize and guide the creation of high quality professional development programs that are focused on the key needs of teachers, students and leaders, and (3) support statewide the compliance with all federal grants and legislation, as well as statewide mandates.

### *Organizing Existing Professional Development Options*

An important precursor to providing new programs is to inventory information on all current high quality professional development initiatives occurring in the state of Michigan. Many exemplary professional development programs already exist in the State and originate with a variety of providers, including professional organizations,

universities, intermediate school districts, local districts, and private providers. Mapping the landscape of activity will both help educators statewide identify and take advantage of the wealth of professional development currently available and help the State target projects worthy of scaling up.

Teachers and administrators will be able to access an online database (provided via the Teaching for Learning website) of existing professional development programs. The Michigan Department of Education, in collaboration with an appropriate stakeholder workgroup, will develop criteria for the inclusion of existing professional development programs in the database, based on the results of high quality and rigorous reviews of the existing research literature (NRC, 2010). This database will be available by December 2010. It will not necessarily confer Michigan Department of Education endorsement of programs but will provide supportive information to help schools and districts to identify appropriate professional development programs based on locally determined needs (as described in the RESPONSE). When necessary, the state will provide support to schools and districts to assist them in matching their data-identified professional development needs to appropriate programs.

Before describing particular activities, we note that all professional development will be regularly evaluated using participant feedback, focused research on the most promising programs, and linking program participants to student achievement data to examine effectiveness in raising student achievement. Professional development programs that do not demonstrate effectiveness over time will be dropped; those needing improvements will be improved using data to target problem areas.

### *Planned Professional Development Activities by Priority Area*

Below are specific activities that will be undertaken in support of each professional development priority identified above:

#### *Priority 1: Professional Development to Support High-Quality Instructional Practices*

Professional development to support high-quality instructional practice for teachers and leaders has at its core the improvement of student learning and the elimination of the achievement gap. This type of professional development can be provided by multiple entities, such as the Michigan Department of Education, colleges of arts and sciences and education in institutions of higher education, professional organizations, Michigan's Math/Science Center Network, intermediate school districts and on-line providers such as Michigan Virtual University. Below we outline the specific initiatives funded under this grant.

Intermediate school districts, schools and teachers and leaders will selectively use professional development opportunities that are collected and identified on the Teaching for Learning website. When gaps in professional development availability arise, intermediate school districts and schools may choose to work within consortia to develop new programs, after ensuring a high-quality option is not already in existence. The Michigan Department of Education will support this work through grants where applicable.

To assist educators in the effective use of research-based strategies in delivering high-quality instruction that is aligned with the Common Core Standards, the Curriculum and Instruction Unit of the Michigan Department of Education Office of Education Improvement and Innovation is currently developing a supporting program of professional development to bridge research and practice. The program will be designed as an ongoing, job-embedded course of study created to promote the development of teacher instructional leaders, thereby increasing the program's impact by building internal instructional capacity at the local level. Participants will engage in action research to assess the program's effectiveness at meeting instructional needs and raising student achievement. Much of the program's content will be delivered online through both self-paced and collaborative learning to minimize cost and maximize impact and coherence with Michigan's reform plan as a whole. Pilot implementation is scheduled for

the 2010–11 academic year. The program will be evaluated, revised, and scaled up accordingly in ensuing school years.

To improve the teaching and learning of mathematics in high-need schools, the Michigan Department of Education will partner with the state’s Math/Science Centers Network. The focus of the professional development will be to improve the teaching of mathematics in these high-need districts and to develop mathematics instructional specialists in each building. The regional expertise of the Math/Science Centers will be utilized to develop a statewide professional development program for struggling elementary, middle, and high schools. This program will provide teachers with both a conceptual understanding of relevant science, technology, engineering and math (STEM) concepts and strategies for teaching those concepts to a range of learners. Funds will be distributed to centers by March 2011.

The most important feature of Accelerate Michigan’s approach to professional development – and perhaps the most challenging to institutionalize – is the emphasis on increasing “learning on the job” for all educators in Michigan. As scholars have suggested, while professional development “time” is important, teachers and leaders learn the most alone, on a daily basis, while doing their work. As we have noted, our goal with RESPONSE, the Teaching for Learning Framework, the educator portal, and the infrastructures described is to create a culture of data use. This is because a culture of data use is a culture of learning.

### *Priority 2: Professional Development for Increasing Data Use to Improve Instruction*

In order to accomplish the goals of increased student achievement through improved instruction as informed by a culture of quality data, professional development on how to use data to accomplish these goals is critical. This includes learning both how to ask and answer questions with data in mind and learning how to use data analysis tools. Thus, professional development will include training on how to identify questions of interest and then identify the appropriate data necessary to answer that question, and how to translate that information into a course of action (e.g., changes in instruction, targeted professional development, etc.). This would enable, for example, a teacher who wanted to know if boys and girls were learning differently in her class to understand the

process she might use to answer her own question. This training will be developed by the state, the Regional Data Initiatives, the intermediate school districts and institutions of higher education, and will largely be delivered via online training modules, providing end-users with hands-on opportunities to use data effectively. Training regarding the technical use of data analysis tools, such as Data For Student Success and the new education data portal, will similarly be developed either by the state or by the Regional Data Initiatives and rolled out following the methods used to train stakeholders on the use of Data For Student Success – see C(2).

Knowing how to use data and data tools is an essential step to improved instruction, but it is not sufficient. Changing a culture requires collective, consistent and ongoing work. The Michigan Department of Education is providing American Recovery and Reinvestment Act Title II, Part D funds for professional development and many intermediate schools districts are providing additional professional development for the districts in their consortia. The Michigan Association for Intermediate School Administrators is providing coordination and facilitation for the professional learning community for administrators in the Regional Data Initiatives to reach consensus on local data policy issues and to disseminate best practices across consortia. The Michigan Department of Education will support intermediate school districts and districts in the development of similar professional learning communities focused on the core reform areas and identified regional needs and resources. Michigan plans to compete for all American Recovery and Reinvestment Act funding sources to supplement and support the four core reform initiatives (see Appendix B.12 for a timeline for adoption and implementation). The professional learning communities will develop common professional development programs to ensure teachers and principals are trained in accessing and using the data from this system. Furthermore, the work of the Regional Data Initiatives and professional learning communities will be itself infused with a commitment to data use. Thus, these initiatives will promote the use of data both through programs offered and through modeling the use of data over time.

### *Priority 3: Professional Development for Assessment Literacy*

An essential aspect of our efforts will be a focus on increasing assessment literacy statewide. To support the transition to new standards and assessments, the Michigan Department of Education will provide seed money to local consortiums of intermediate school districts, universities and professional organizations to develop not only a variety of assessments as described in B (2) but also the related professional development tools and training necessary to support the use of those assessments. With the implementation of new standards, assessments, and resulting student achievement data (see Section (B) for details on Michigan plans and timeline), all teachers and principals—both new and veteran—will need professional development in order to ultimately build Michigan’s collective capacity to deliver high-quality instruction and improve student achievement. To support the transition to new standards and assessments, the Michigan Department of Education will provide seed money to local consortiums of intermediate school districts, institutions of higher education and other professional organizations to develop not only a variety of summative, formative and interim benchmark assessments as described in Section (B)(2) but also the related professional development tools and trainings necessary to support the use of those assessments.

To support this work, the Michigan Department of Education will also fund a consortium of Intermediate school districts, Institutions of Higher Education, and/or other entities to develop an online platform for the administration and reporting of results of the assessments developed in non-core areas. This will allow high-quality results to be returned quickly to students and teachers in non-core areas to support timely feedback for use in educational decision making.

The Office of Educational Assessment and Accountability has funded a significant professional development initiative aimed at improving educator assessment literacy. The model involves in-depth training in balanced assessment (summative, interim, and formative assessments along with grading), and provides supports for learning teams to work together with a coach over a two-year period in which the training is interspersed with team meetings to discuss the challenges, successes, and practical application in the classroom. This is a critical component of ensuring that the implementation of the Framework for Educator Evaluations is fair and valid. If educators

are to be held accountable to some degree based on student achievement data, it is essential that they be provided with robust professional development on the appropriate uses of assessment results. This professional development program will be scaled up to assure that teachers and principals across Michigan are well-equipped to implement data-based decision-making based on formative and summative assessment data.

*Priority 4: Training All Educators to Use the Framework for Educator Evaluations (in collaboration with the state teachers' unions and administrators' and school board associations)*

As detailed in the Framework for Educator Evaluations included as Appendix D.3, a critical component to the successful implementation of this Framework is professional development in the effective use of the Framework itself. As the Framework states, "Common professional training is essential to assure that evaluators and staff are thoroughly trained in all aspects of the evaluation process being used in the district. For example: how to create individual and team goals based on data; how to correctly identify reasonable and valid measures of those goals; how to evaluate achievement of the goals; and how to identify reasonable professional development in order to improve in areas of weakness." This requires (1) schools to provide common planning time to engage in these discussions around the creation of goals and the use of data to evaluate progress toward goals, (2) educators to participate in offered professional development around assessment literacy and using data to inform decisions (priorities 2 and 3), and (3) additional professional development be developed as necessary by intermediate school districts and the state to support the implementation of the Framework in response to areas of weakness that are identified (in keeping with the goals of RESPONSE).

As part of the annual evaluations conducted under the Framework for Educator Evaluation described in Section (D)(2), teachers and principals will be required to develop an the Individual Professional Development Plan based on the results of their annual evaluation and school-wide areas of concern addressed in the school improvement plan. Although the content of these plans will be locally negotiated, the state is developing an online Individual Professional Development Plan for utilization by districts. Based on this information, teachers and principals will identify the specific

professional development most appropriate to ameliorate the areas of challenge and improve professional practice. The content and structure of the professional development required under the Individual Professional Development Plan will be drawn from both existing professional development systems in the State and any new systems or entities that meet the criteria for external provider approval as described in the following section. It will also include, as appropriate, professional development in each of the four priority areas, with more professional development in areas of identified weakness.

#### *Scaling Up and Implementing the Individual Professional Development Plans*

As part of the annual evaluations conducted under the Framework for Educator Evaluation described in Section (D)(2), teachers and principals will be required to create an Individual Professional Development Plan based on the results of their annual evaluation and school-wide areas of concern addressed in the school improvement plan. Based on this information, teachers and principals will identify the specific professional development most appropriate to ameliorate the areas of challenge. The content and structure of the professional development required under the Individual Professional Development Plan will be drawn from both existing professional development systems in the State and any new systems or entities that meet the criteria for vendor approval as described in the following section. It will also include, as appropriate, professional development in each of the four priority areas, with more professional development in areas of identified weakness.

#### *Michigan's Capacity vs. Collective Capacity to Provide Professional Development*

The good news is that Michigan has considerable existing capacity at multiple levels to provide professional development to teachers and leaders. The Michigan Department of Education has specialists who serve as content coaches and process mentors to schools; the Michigan Principals Fellowship provides intensive, embedded professional development to principals and school improvement teams in Title I schools that have not made Adequate Yearly Progress toward their academic NCLB goals for three consecutive years. The state's 57 intermediate school districts provide professional development to districts in their regions on a variety of topics, and districts themselves

provide professional development to teachers and administrators, often through the “train the trainer” approach of presentations to staffs at which teachers and leaders share what they have learned at conferences. The teachers’ unions and administrator associations also provide significant professional development to their members. Many teachers and leaders belong to subject matter or other specialty professional associations that provide opportunities to engage in professional growth.

Michigan also has significant professional development that can be delivered via technology. Its ASSIST web site, developed with federal Title II funds, contains thousands of materials for beginning teachers, their mentors and their principals to support the all-important early years of teaching. The state has also invested more than \$12 million in LearnPort, Michigan’s on-line professional development platform that allows educators to access resources and training modules any time from anywhere, alleviating some of the time and distance limitations of traditional face-to-face professional development. LearnPort also allows users to form virtual professional learning communities around specific areas of interest, and to keep track of and document their professional development on-line.

If our current capacity is the good news about professional development, the bad news is that we know that research has demonstrated that professional development is rarely coordinated in ways that lead to effective instructional improvement. We have an incoherent system that is neither conceptualized with a strong theory of educator learning nor a view of how the pieces of the system fit together. In short, we lack the collective capacity to provide effective professional development. Not only is this a considerable waste of financial and human resources, it represents lost opportunity to do better for our students.

*Measure, evaluate, and continuously improve the effectiveness of supports*

Nationwide, millions of dollars are invested in professional development, with very little commitment to using data to improve programs or close them down. Michigan aims to build a quality professional development infrastructure by supporting the preparation of a cadre of professional development leaders to carry out their professional

development functions, including using data to improve and close programs as appropriate.

In order to monitor, coordinate, and continuously improve professional development in Michigan, the cross-functional professional development group will use existing standards (cite them), as well as collecting data to evaluate all programs. The system will streamline responsive and effective professional development for pre-service to veteran teachers and leaders, based on data-derived instructional needs at state, local, and individual levels. With the assistance of national and state experts, including the Michigan Consortium for Educational Research, the Michigan Department of Education will develop criteria (to be approved by the State Board of Education) to determine and specify the type of systemic professional development that will lead to a sustained increase of teacher effectiveness and student achievement. These criteria will be developed by summer 2011. Michigan is in the process of phasing in a change in how State Board Continuing Education Units are awarded, so that by 2013, at least half of the State Board Continuing Education Units must be in activities that meet these new criteria. The new State Board Continuing Education Unit process will also include a reflective evaluation in which the individual will be required to complete several weeks following participation in the professional learning activity. The State Board Continuing Education Units credits will not be awarded until after the individual has completed the reflective survey. The State Board Continuing Education Units enrollment and evaluation process will be completely online and managed by one of the Michigan Department of Education's professional research association partners.

The key metric by which Michigan will evaluate the success of our enhanced, targeted professional development programs is by increased student achievement scores and decreased achievement gaps. However, Michigan will implement several interim measures to continuously assess the effectiveness of the programs.

*Framework for Educator Evaluations:* The approach to evaluations in the Framework is to identify goals based on school improvement plans and comprehensive needs assessments and identify measures and evidence that will be used to evaluate the achievement of those goals and, based on the results of those two elements, identifying

necessary professional development. These evaluations provide important evidence regarding the utilization of all four types of professional development, as well as the outcomes, as educators need to identify what types of professional development they have utilized and/or need to utilize in the future, and then the results of that can be recorded. This information gathered from the implementation of the Framework will be entered into the statewide longitudinal data system via the Regional Data Initiatives, and can be captured in the Registry for Educational Personnel. This will be supported and facilitated by the Accelerate Michigan Office.

*Evaluating professional development for instructional support:* Professional development offerings will be evaluated over time for effectiveness using much of the evidence collected for other purposes. For example, one of the instructional tools provided via the Teaching for Learning Framework is a set of instructional practice surveys that can help teachers identify their own levels of proficiency in instruction. However, these surveys are also tools for monitoring the fidelity of implementation for professional development initiatives as well as metrics of improved instructional practice. Teachers will be required to complete these surveys online via the Teaching for Learning website after utilizing a professional development opportunity and/or periodically throughout the year. These data can be fed into the statewide longitudinal data systems via the Regional Data Initiatives, and can be synthesized at the state level to evaluate the implementation and utilization of professional development as well as the effectiveness.

Similarly, Michigan will eventually link educator evaluation and student learning data to professional development programs to assess their impact. The educator evaluations, for example, will provide important evidence regarding the utilization of all four types of professional development, as well as the outcomes, as educators need to identify what types of professional development they have utilized and/or need to utilize in the future, and then the results of that can be recorded. This information gathered from the implementation of the Framework will be entered into the statewide longitudinal data system via the Regional Data Initiatives, and can be captured in the Registry for Educational Personnel. This will be supported and facilitated by the Accelerate Michigan Office.

Finally, the support elements offered through the statewide system of support to low-performing schools are undergoing evaluation for effectiveness and will be modified accordingly. Michigan is committed to participate in the national evaluation of Title I School Improvement initiatives, as well, and to identify and implement practices that demonstrate effectiveness.

*Continuing Education Units:* When professional development is tied to continuing education units, information can be gathered on the professional development delivery and execution. There is a current system to gather baseline information; however, the statewide research collaborative will assist in convening a team to discuss and design additional appropriate metrics by which professional development effectiveness and implementation information can be gathered and utilized by the state. In sum, just as Michigan is moving away from seat time to proficiency and outcomes for students and for teacher preparation programs, it is also moving away from the traditional understanding of professional development as being associated with a series of disparate workshops and courses. As outlined in RESPONSE, the new generation of professional development will be responsive, targeted, coherent, and focused on identified problems.

In order to ensure quality and coherence in teachers and leaders professional development, the Accelerate Michigan Office, described above in Section (A)(2), will include an internal coordinator to organize Michigan Department of Education professional development initiatives in other offices and an external coordinator to work with grant recipients, professional organizations and other external providers. The coordinators will (1) offer support to professional development providers at all levels in developing the necessary content for quality professional development to address the four strategic priorities indicated above, (2) use grants to incentivize and guide the creation and support the implementation of high quality professional development programs that are focused on the key needs of teachers and leaders, and (3) support statewide compliance with all federal grants and legislation, as well as statewide mandates.

## **D.5. Improving Teacher and Leader Effectiveness Based on Performance**

*[Corresponds with Section (D)(2) in federal notice]*

### *Overview*

A key element to building collective capacity throughout all levels of Michigan's educational system are annual evaluations of educators, in order to improve practice, target supports, and ensure that all students receive a high-quality educational experience. As of January 2010, with immediate effect, Michigan legally requires that each school district, intermediate school district and public school academy (charter school) to 1) "adopt and implement for all teachers and school administrators a rigorous, transparent, and fair performance evaluation system;" that 2) uses "multiple rating categories that take into account data on student growth as a significant factor;" and 3) measures student growth "by national, state, or local assessments and other objective criteria." This strong legislation helps to provide important support to further the rigorous use of data to drive instruction and improve achievement. Because the legislation is effective immediately, this section develops a plan to put in place tools and supports for carrying out those responsibilities that are already required under state legislation.

This law is enacted in a state that has over 4,000 schools in 757 districts and a strong tradition of local control in all areas of civic life. To develop a system that is fair and that also respects that local control tradition, it is necessary to develop a system for educator evaluation that respects both the mandates of the state as well as the needs of local districts. We acknowledge that this is no easy feat, which is why the following proposed system represents a revolutionary development in Michigan. Through a collaborative process that engaged multiple stakeholders, Michigan has identified a system for annual educator evaluations that (1) respects local bargaining rights, (2) lays out a mechanism for complying with the rigorous new requirements of state law, and (3) provides assurances that all educator evaluations will be based squarely on student outcomes generally and in large part on student achievement growth in particular. This is an historic accomplishment and is representative of Michigan's commitment to transformative educational enterprise in pursuit of our goal—increased student achievement and diminished achievement gaps through improved instruction and educational practice.

### **D.5.1 Establishing clear approaches to measuring student growth**

*[Corresponds with Section (D)(2)(i) in federal notice]*

Effective January 4, 2010, Michigan law (Michigan Compiled Law 380.1249) requires that all schools measure *student growth* and provide teachers and administrators with relevant student growth data. Michigan has long been a leader in developing assessments appropriate for capturing student achievement and growth at the state level (for a more detailed description of current state assessment systems, see Section (B)(2)). Below is a description of the current growth measurement capacity and new systems that will be developed under the Race to the Top grant.

#### *Current student growth measurement capacity*

The Michigan Department of Education has developed a student growth model for measuring student progress in reading and mathematics in grades 4-8 that has been approved by the United States Department of Education for use in Adequate Yearly Progress calculations. Unlike many growth models used across the country, Michigan's growth model is conservative in that it is designed to capture student growth without making inaccurate assumptions regarding the assessment data. The data generated via this growth model is provided to school districts as a measure of student progress.

The details of the model are provided for interested parties as Appendix D.4. The main elements of Michigan's current student growth model in grades 4-8 and English language arts and mathematics are:

- Student scores on the state-administered standardized tests are divided into four performance levels (Advanced, Proficient, Partially Proficient, and Not Proficient), which are vertically articulated across grades so that, for example, moving from barely proficient in one grade to barely proficient in the next grade is considered one year's growth for one year of instruction.
- These performance levels are divided into three "mini-categories"—high, mid, and low—so that there are 12 categories of student performance (i.e. High Advanced, Mid Advanced, Low Advanced, etc.)

- Student growth is measured by looking at the transition from year to year in the student's mini-category ranking, classifying each transition as either a Significant Improvement, Improvement, Maintenance, Decline, or Significant Decline in performance level.
- Michigan expects to see, at a minimum, maintenance in performance level for students who are already proficient (e.g., from Mid Proficient in 2009 to at least Mid Proficient in 2010), and, at a minimum, some degree of improvement toward proficiency for students who are not yet proficient (e.g., from Mid Partially Proficient in 2009 to at least High Partially Proficient in 2010).
- This model avoids many of the untenable assumptions of other growth models (i.e. predicting a student's future score based on present performance); it also addresses the fact that Michigan's tests (like almost all state achievement tests) are not vertically scaled, so a scale score on a grade 4 test does not have the same meaning as a scale score on a grade 5 test. However, the proficiency levels are set by the State Board of Education with input from a wide range of stakeholders, and provide a consistent definition of student performance across grades and tests.

To be clear, this model is in operation presently for the current Michigan assessments. Enhancements to the model may be made over time with existing assessments. The model will be reviewed, enhanced and/or replaced as new assessments are implemented based on characteristics of those assessments and on developments in the literature regarding best practices for measuring student achievement growth.

#### *Proposed New and Additional Assessments to Measure Student Growth*

Michigan's current growth model is in place in grades 4-8 for reading and mathematics. The state does not have the ability to calculate growth in high school, grades K-3, or in other subject areas, such as science, social studies, or world language. In order to implement fair and effective educator evaluations that include student growth data, this system must be expanded. To calculate valid measure of student growth, it is necessary to have, at a minimum, yearly measurement of student achievement in each subject, and it is ideal to have more frequent measures throughout the year. Michigan is

proposing the following activities to obtain valid, reliable, and more frequent measures of student achievement to be used in the calculation of growth:

- *New Common Core Assessments (summative and interim benchmark):* These assessments will be provided via the SMARTER Balanced Assessment Consortium if that consortium is funded; and through another consortium if it is not. As outlined in detail in Section (B), Michigan has joined the SMARTER Balanced Assessment Consortium, and will be implementing assessments developed via that consortium in English language arts and mathematics. This will provide multiple measures of student achievement for the calculation of growth in those Common Core areas. Those will be state-administered and scored assessments. The implementation of multiple measures (in approximately 2013-2014) is likely to require a redevelopment of the growth model.
- *New High School College Preparation Battery:* These assessments will complement the Michigan Merit Examination in grade 11 which already includes a college entrance examination, beginning in the 2010-2011 school year. Assessments that are predictive of the grade 11 college entrance component of the Michigan Merit Examination will be provided in grades 9 and 10 to allow for measures of growth in grades 9-11. This addresses a need for state-level growth data aligned to college readiness standards for high school students and educators. It is intended that these assessments (used as an interim solution for measuring growth) be replaced at some later date by other examinations (either in similar form or in the form of end of course examinations) that are specifically aligned to the Common Core State Standards.

*New Locally Designed Assessments for use by any Local Education Agency*

In all non-Common Core areas, the state will pursue the strategy outlined in Section (B)(2) and will provide seed money to consortia of intermediate school districts and institutions of higher education to develop summative, formative, and interim benchmark assessments in non-Common Core subject areas, grades and/or specialty areas beginning in the 2010-2011 school year. This will provide a much more diverse body of

assessments across all subjects. The state will provide technical assistance and validation expertise to support the development of these assessments and the development of growth measures based on those assessments, and will look to identify examples of high-quality practices for tracking student progress over time. For example, the Michigan Department of Education was recently asked to review and provide feedback to a Michigan charter school authorizer on a plan the authorizer developed in response to the requirement to provide measures of student growth over time to educators. That plan is provided as an example of a thoughtful approach to locally-developed measures of growth, and is included as Appendix D.5 with permission.

Though not mandated, Michigan school districts may, and often do, adopt nationally standardized tests to measure their students' achievement. Many of these commercially available assessments also provide measures of student growth over time. Where available, these data from tests can be used by districts and schools as a source of growth data in addition to that provided by or required by the state.

*Using all forms of available assessment data (valid for calculating growth) to calculate growth*

Michigan will undertake a two-fold approach to providing measures of student growth. The key aspect of Michigan's approach is to utilize valid data, from measures that are suited to measure student growth in the subject, grade and/or specialty area in question.

- For Common Core subjects with adjacent-grade measurement (English language arts and mathematics), the state will continue to determine proficiency levels and calculate annual student growth. These calculations will be provided to schools and districts via the statewide longitudinal data systems for use in annual educator evaluations as well as in the RESPONSE system of targeted instruction and professional development.
- For non-Common core subjects with state level growth data (high school assessments in subjects tested by the new college preparation assessment battery), the state will calculate annual student growth. These calculations will be

provided to schools and districts via the same mechanism as for common core subjects.

- For non-Common Core subjects (in which the assessments to be used are locally determined), there are various types of assessments which are expected to differ widely across the State. There are different types of growth calculations that are appropriate for different types of assessment and growth data. The Michigan Department of Education will provide general guidance on the different types of growth measures and their appropriate use. Student growth measures will be subject-specific and often district or school specific, in all non-Common Core areas. Once these growth measures are calculated locally, they can be used as locally bargained in the annual educator evaluations.

#### **D.5.2 Designing and Implementing an Evaluation System: the Framework for Michigan Educator Evaluation *[Corresponds with Section (D)(2)(ii) in federal notice]***

At the time of Michigan's application for the first round of Race to the Top funding, Michigan did not have a strong framework for educator evaluation. After the initial Race to the Top application was developed and submitted, the following organizations came together to develop a framework for educator evaluations in response to Michigan's new law requiring teacher and administrator evaluations:

- The American Federation of Teachers–Michigan
- The Michigan Education Association
- The Michigan Association of Secondary School Principals
- The Michigan Elementary and Middle School Principals Association

These associations and unions embraced the opportunity to participate in creating an evaluation model that would provide meaningful support to all educators in order to improve their practice with the ultimate goal of increasing student achievement and closing achievement gaps. The Framework carefully tracked the requirements of Michigan law and provided a suggested mechanism for meaningful implementation of

the law. While the law sets out the requirements, the Framework shows how to meet them.

When Michigan decided to apply for the second round of Race to the Top funding, the Michigan Department of Education convened a large group of stakeholders representing different education interests in a series of meetings. Those meetings focused on collaboratively reaching consensus on the scope and shape of annual educator evaluations. At the table were those who had worked cordially together for years and those whose relationships tended to be more adversarial, as well as some who had been on the periphery. But all were and are committed to the success of Michigan's children through high quality education in high quality schools with high quality teachers and principals. This shared commitment brought people together to reach consensus on a new plan to accelerate school reform and student achievement in Michigan. The individual resources and capacity involved at the beginning were tremendous. The collective capacity and the coherent plan that emerged were astonishing. Michigan educators truly came together in a collaborative effort that proved that collectively we are much stronger than we are individually. This is the model for the state going forward.

At the outset of those meetings, the association-and union-led framework was brought forward by the associations and unions to the Michigan Department of Education as a foundation upon which this section could be built. Over several days of discussion, additional parties (including Institutions of Higher Education, the Michigan Department of Education, the Michigan Staff Development Council, the Michigan Association for Supervision and Curriculum Development, Michigan School Business Officials, Michigan Association of School Boards, and the Michigan Association of School Administrators) had the opportunity to provide feedback and suggestions regarding the framework. Some revisions to the framework were made, and the sponsoring associations again provided their common support, as well as seeking and obtaining support from other associations. A singular strength of this framework is that not only were teachers and principals involved in developing the new evaluation framework, but a number of others stakeholders participated in the process as well.

### *Key aspects of the Framework*

The Framework is available as Appendix D.3 in its entirety. A few key components of the framework are laid out here as they are particularly salient to the application:

First, the framework defines a comprehensive approach to educator evaluation, in that it includes not only teachers and principals, but expands to district and intermediate school district superintendents, central office staff, as well as state staff and the state superintendent of public instruction in a way that incentivizes collaboration among educators at all levels to help all educators meet their goals. In addition, the state Superintendent of Public Instruction has indicated his commitment to use the framework for his evaluations, and the framework includes a provision signaling a two-way commitment between leaders and teachers that not only will teachers and leaders be evaluated by their supervisors, but that leaders' goals against which they are evaluated must include the provision of support and resources (including appropriate professional development) to employees to enable them to meet their goals. Finally, the framework indicates that all educators' goals are to be developed in collaboration with their professional teams and supervisors

Second, the Framework defines a strong foundation for evaluations. The first piece of that foundation is the Michigan School Improvement Framework—a high-quality comprehensive planning and analysis framework (available as Appendix D.6) used to identify school improvement needs based on student outcomes. The second piece of that foundation is a School Improvement Plan, which is required under Michigan law for every school, and which is based upon the Michigan School Improvement Framework. The final piece of the foundation is a Comprehensive Needs Assessment, which is a required part of any school improvement plan that identifies school improvement needs based squarely on student outcomes—including student achievement and growth.

Third, the Framework indicates that all educators' goals are derived from a School Improvement Plan, and particularly from a Comprehensive Needs Assessment. This assures that *all* educator goals have a basis in student outcomes—including student achievement growth.

Fourth, the Framework indicates that where attainment of an educator's goals can be evaluated against student achievement/growth data, *all* available and applicable student achievement/growth data should be included as a significant part of the evaluation, whether the data come from national, state, or local sources.

Fifth, the Framework indicates that individual educators will develop both individual goals and shared goals with their professional teams. The Framework also indicates that educators will be evaluated against both their individual and team goals to foster educators working as teams to improve student outcomes.

Finally, to assure that educators whose evaluations include poor student achievement/growth data have ample opportunities to improve before high stakes decisions are made based on student achievement/growth data, the Framework indicates that student achievement/growth data included in educator evaluations should be used strictly formatively for the first three years that an educator is evaluated within a specific evaluation system (meaning, for example, that targeted professional development is provided in the areas where student achievement/growth data show possible weaknesses). The reason for such care is that while educators heavily influence student achievement (and more particularly, growth), it is important to recognize that there are other factors that educators may not be able to control, and that those factors also influence measures of teacher effectiveness produced by value-added models (see the annotated bibliography provided as Appendix D.7 for a brief listing of scholarly work on this issue). Assuring that (1) poor student achievement/growth data is consistent over multiple years with different students and (2) that it remains consistent over multiple years and with different students even though targeted intervention has been provided is a key component. Doing so improves the validity of high-stakes decisions made based in part on student achievement/growth data.

Because of the high quality of both the framework itself and the process through which it was developed, the Michigan Department of Education endorses this framework for educator evaluations, and expects that any participating district will use the Framework as the basis for developing a rigorous, locally bargained process for conducting educator evaluations.

Finally, there is a state requirement that every educator will have an Individual Professional Development Plan in place for the 2010-2011 school year, which is expected to coincide with the goals against which teachers will be evaluated. The Michigan Department of Education is piloting this school year (2009-2010) an online platform for creating Individual Professional Development Plans, and will expand that platform for use by all educators and all levels. Again, while the exact form of an Individual Professional Development Plan will be locally bargained, districts and individual educators may use the online platform as a tool to create those plans.

Therefore, there are two significant supports for educators and districts in conducting annual evaluations. First, the Framework provides sound guiding principles for the development of goals against which educators will be evaluated. We anticipate that the goals will likely coincide with the required Individual Professional Development Plans to reduce workload. Second, the online platform for creating Individual Professional Development Plans provides a tool that can be used for the development of goals within the framework.

*Multiple Rating Categories Using Student Growth as a Significant Factor:*

The Framework for Educator Evaluations provides four categories into which educators can fall: 1) Exceeds Goals, 2) Meets Goals, 3) Progressing toward goals, and 4) Not meeting goals.

In order for measures of student growth to contribute to determining which category a given educator achieves, a system is necessary to translate individual student growth data into a preliminary measure of educator impact on collective student growth (for the students for which an educator is responsible). While the exact form of those preliminary measures of educator impact on student growth will be locally bargained, the state will provide assistance to districts by creating such measures where possible, based on individual student growth data available to the state.

These state-developed measures of educator impact on student growth can be used by districts as a component of local evaluations, or they may choose to create their own measures of impact. However, as stated in the Framework, where state produced growth data are available for inclusion in evaluations, preliminary measures of educator

impact on growth based on state data will be incorporated as a significant component in evaluation. Those preliminary measures based on state data can be either the state-developed preliminary measures, locally-developed preliminary measures, or both.

#### *State-Developed Preliminary Measures of Educator Impact on Student Growth*

The Michigan Department of Education has developed a student growth model (described above) that can be used to measure growth in reading and mathematics for grades 4-8. This model addresses many issues that have been identified for growth models. As also described above, the state will provide guidelines for appropriate local development of preliminary measures of educator impact on student growth.

To assist districts in incorporating student growth data into educator evaluations, the state will develop preliminary measures of educator impact on student achievement growth where the data currently exist to allow this, and with additional grades and subjects as new assessments become available. As with the model for calculating individual student growth, the model for calculating a preliminary measures of educator impact may be enhanced over time with existing assessments, and will be reviewed, enhanced or potentially replaced as new assessments are implemented based on characteristics of those assessments and on developments in the literature regarding best practices for preliminarily measuring educator impact on student achievement growth. The state will undertake a program of analysis to create the preliminary measures based on current literature regarding the development of such measures. While a model for creating state-produced preliminary measures of educator impact on student growth has not been fully defined, there are some key principles upon which the State believes those preliminary measures should be founded. Those key principles assure that policy goals are embedded in the measures, and include the following:

- Attainment of proficient or advanced achievement should have a positive impact on the measures (policy goal: assure that ultimately achieving proficiency is rewarded)
- For students who are already proficient, maintenance of proficiency level should have a positive impact on the measures (policy goal: assure that there

is an incentive to—at a minimum—maintain the proficiency level of already proficient students)

- For students who are already proficient, improvement beyond proficiency should have an additional positive impact on the measures (policy goal: provide an added incentive to continue to move already proficient students toward more advanced levels)
- For students who are not yet proficient, improvement toward proficiency should have the largest positive impact on the measures (key policy goal: provide a strong incentive to assist low achieving students to reach proficiency and to close achievement gaps)
- Declines in student achievement should have a negative impact on the measures (policy goal: provide a disincentive for allowing any student to demonstrate less than one year of growth for one year of instruction)

These state-developed preliminary measures of educator impact on student growth will be refined or even replaced based on emerging research on such measures, analyses of the measures, and the availability of additional assessment data.

The state will also provide guidance on interpreting the state-developed preliminary measures of educator impact. Three ranges of the measures will be identified indicating that the students of a particular educator exhibited (on average):

1. Less than one year of expected growth for one year of instruction
2. Approximately one year of expected growth for one year of instruction, and
3. More than one year of expected growth for one year of instruction.

These ranges will be developed based on balancing needs for both rigor (e.g., expectations of ultimate student success and closing achievement gaps) and reasonableness (e.g., attainability of success by a reasonable number of educators) of the cut scores. These state-developed effectiveness measures can then be used in the conduct of annual educator evaluations at the local level, as determined by local bargaining. If the state-developed measures are not used, locally-developed measures of educator

impact on student growth (based on student growth data provided by the state) would need to be used instead. This use of *either* state-developed *or* locally-developed measures satisfies the provision in the Framework that any (local, state, or national) growth data that are available and applicable should be included in educator evaluations.

Individual student data will be linked to teachers for this purpose and student data will be aggregated at the school or district level, as appropriate, for educators filling administrative or consultative roles. These data will be provided to schools, districts, intermediate school districts, and the state for possible inclusion in educator evaluations, as described above.

As a condition of having already received State Fiscal Stabilization Fund grants, schools, districts, and intermediate school districts are already required to enter, annually, three pieces of data for each teacher and principal into the Registry for Educational Personnel:

1. Whether the educator was evaluated
2. The category (e.g., Exceeds goals, Meets goals, Progressing toward goals, or Not meeting goals) resulting from the evaluation
3. Whether student achievement growth was used as a significant factor in the evaluation

#### *Quality Assurance in Locally-Developed Preliminary Measures of Educator Impact on Student Growth*

The state will assist districts in the local development of preliminary measures of educator impact on student growth. These can be used either in grades and subjects where the state does not develop such measures, in place of measures developed by the state, or in addition to measures developed by the state. To provide that assistance, the Michigan Department of Education will convene stakeholder meetings of representatives of content (e.g., reading, art, social studies) and specialty (e.g. principal, administrator) associations with representatives of institutions of higher education to describe appropriate methods of locally developing those measures.

### *Quality Assurance in the Conduct of Annual Educator Evaluations*

In the same meetings just described, the attendees will also identify appropriate sources of data, appropriate types of evidence, and appropriate protocols for evaluations that local entities may use to guide not only the portions of evaluations based on student achievement data, but based on other types of data and evidence as well. These meetings will produce documents suggesting best practice in the evaluation procedures that districts may decide to adopt through the local bargaining process. It is expected that many districts will choose to adopt the best-practices guidelines (with or without modifications) through local bargaining because of the expense of independently creating such documents at each district and because of the anticipated presence of representatives of both those being evaluated and those performing the evaluations at the meetings.

In addition, the state will contract with an independent, autonomous evaluator to review a representative sample of educator evaluations. The autonomous evaluator will be expected to report generally on the following characteristics of educator evaluations:

1. Compliance with state law,
2. Adherence to the framework,
3. The quality, content, and rigor of evaluations being conducted,
4. The characteristics of high quality practices identified through the sampling procedure, and
5. The characteristics of low quality practices identified through the sampling procedure.

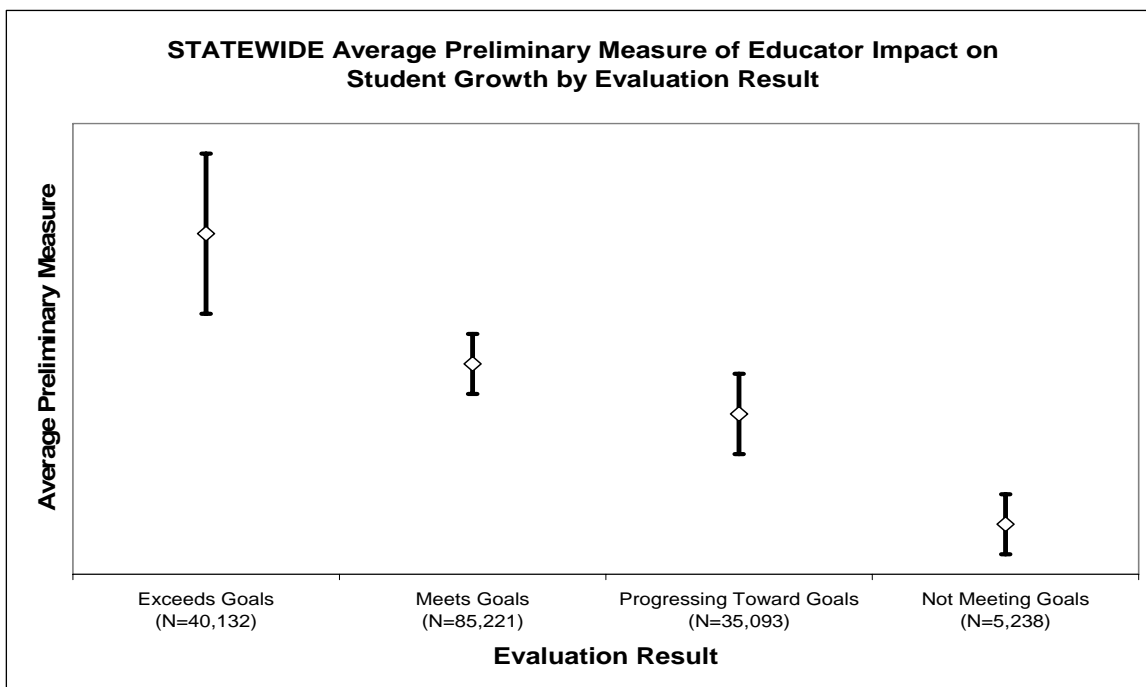
In producing the reports, the evaluator will:

1. Receive cooperation from the state and districts in terms of providing access to data;
2. Seek feedback from the state and districts on the proposed methods to be used, and make public in wide distribution the intended methods after incorporating that feedback;
3. Incorporate, using independent judgment, the feedback obtained to finalize the initial methods;

4. After developing the initial methods, produce an initial report independent of input from the state or districts;
5. Delineate any deviations from the initial methods found necessary during the process of creating the report;
6. Seek feedback from the state and districts on the preliminary report and on deviations from initial methods;
7. Incorporate, using independent judgment, the feedback obtained; and
8. Publicly issue a final report in wide distribution, providing a 24-hour advance copy to the state and districts to prepare for public release.

In addition, the state will produce descriptive reports at the state level and for each district to include the following:

1. The percentage of educators receiving an evaluation each year
2. The percentage of educators receiving an evaluation each year for which it is indicated that the evaluation was based in significant part on student achievement growth
3. The percentage of educators receiving evaluations resulting in each of the four categories
4. The percentage of educators receiving a “Not Meeting Goals” evaluation for four or more years in a row.
5. For groups of educators for whom the State creates preliminary measures of educator impact on student growth, charts showing the mean state-developed measure for educators grouped in each category, as well as variability in those measures within each evaluation category. A sample graphic based on simulated data is provided below.



It is expected that there will be differences between the state-produced measures and local evaluation results both at the individual educator level and at the aggregate level for two good reasons. First, the state-produced measures are based solely on state level data and local evaluations can either include those measures or locally-designed measures based on the same data. Second, local evaluations will be based on more than just achievement growth data. However, across entire districts and across the entire state, educators in lower evaluation categories should have lower average state-developed measures than the average for educators in higher categories, as is shown in the example chart above.

The state-produced report will be published annually in wide distribution. To be clear, districts will be able to incorporate the results of those reports in their local evaluations according to local bargaining agreements, but the state has no authority to override those local bargaining agreements.

**D.5.4 Conduct annual evaluations of teachers and principals that include timely and constructive feedback; as part of such evaluations, provide teachers and principals with data on student growth for their students, classes, and schools**  
*[Corresponds with Section (D)(2)(iv) in federal notice]*

*Conduct of Annual Evaluations*

Michigan law has long required evaluations for probationary teachers. Starting in January, 2010, it also requires annual evaluations for all (including tenured) teachers and school administrators, with timely and constructive feedback required. The law also specifies that multiple performance rating categories must be used which take into account data on student growth as a significant factor. The law applies to all districts in the state, whether or not they participate in Race to the Top.

The educator evaluation framework, described in detail in section (D)(2)(ii), provides a mechanism through which schools, districts, and intermediate school districts can implement the legal requirements. The collaborative nature in which the framework was developed among educator associations provides a strong point of consensus for the practice of high quality and rigorous annual evaluations that satisfy state legal requirements.

*Timely and Constructive Feedback*

In the context of using a paper and pencil test, Michigan already provides rapid feedback to schools and districts of data from annual state assessments. Focusing Michigan Department of Education attention and resources on rapid turnaround has reduced the wait from the time assessments are completed to the time results are returned to educators. In the past, the wait time had been between four and six months. That wait time has been reduced to between six and eight weeks. That heavy state focus on rapid return of paper and pencil assessment results will continue until online assessments are implemented in Michigan, at which time state attention and resources will turn instead to near-immediate turnaround of online assessment results.

As described in section (B)(1)(i), Michigan has joined the SMARTER/Balanced Assessment consortium as a governing state, and is committed to implementing the assessments for the Common Core standards developed by the consortium. The

SMARTER consortium will use technology to support the administration of assessments, including efficient delivery of assessments and data and aggregation of results from an electronic platform in English language arts and mathematics. While there may be infrastructure difficulties in some Michigan localities, providing near-immediate results for online assessments as compared to waiting for results from paper and pencil assessments is expected to provide a strong incentive to schools and districts to assure that they have the necessary information technology infrastructure to move completely to online testing. As a result, the provision of timely feedback to the local level will be greatly enhanced.

Importantly, the RESPONSE system described in Section (A) provides the system-wide framework by which data provided by assessments and other sources can be translated into identified areas of need in order to support educator practice. Occurring at each level of the educational system, there is an iterative cycle of instruction, assessment, analysis and research, and identification of supports (professional development, instructional tools, etc.), all informed by a rich body of data, including assessment data, student demographic data, teacher data, and school information. This responsive system means that data from student assessments is immediately integrated into educator practice, both within the context of annual educator evaluations, but also within the context of the ongoing activities of schools and teachers. The initiatives described above support this ongoing RESPONSE by enhancing the timeliness of the provision of assessment data; the ongoing initiatives of the statewide longitudinal data system and the Regional Data Initiatives, described in Section (C), also provide support by maintaining a constant, high-quality storehouse of data, and providing a mechanism by which schools and districts can combine state-level data with local data.

In addition, the state law requires annual performance reviews, and schools, districts, and intermediate school districts will be required to enter the results of the annual evaluations into the Regional Data Initiatives. The Michigan Department of Education will conduct an annual audit of those entries to determine which if any schools or districts have not completed their annual evaluations on a timely basis, and will communicate those findings to those entities.

*Providing data on student growth to educators*

Schools and districts now receive data files and reports directly from the Michigan Department of Education that include reports of both individual and aggregated student growth. These reports are limited to grades and subjects where students were tested in the same subject in the previous grade, and will be expanded for any replacement or new testing programs that provide data in adjacent grades. Currently, educators receive reports that indicate whether students:

- SD Experienced a significant decline in proficiency level relative to the previous year
- D Experienced a small decline in proficiency level relative to the previous year
- M Maintained the previous year's proficiency level
- I Experienced a small improvement in proficiency level relative to the previous year
- SI Experienced a significant improvement in proficiency level relative to the previous year

To be clear, students in the SD and D category are either (1) clearly proficient or advanced students falling nearer to the minimum proficiency scores, (2) proficient students falling out of proficiency, or (3) non-proficient students falling further away from proficiency. Students in the SI and I category are either (1) clearly not proficient students moving toward proficiency, (2) not proficient students progressing into proficiency, or (3) already proficient students progressing beyond proficiency.

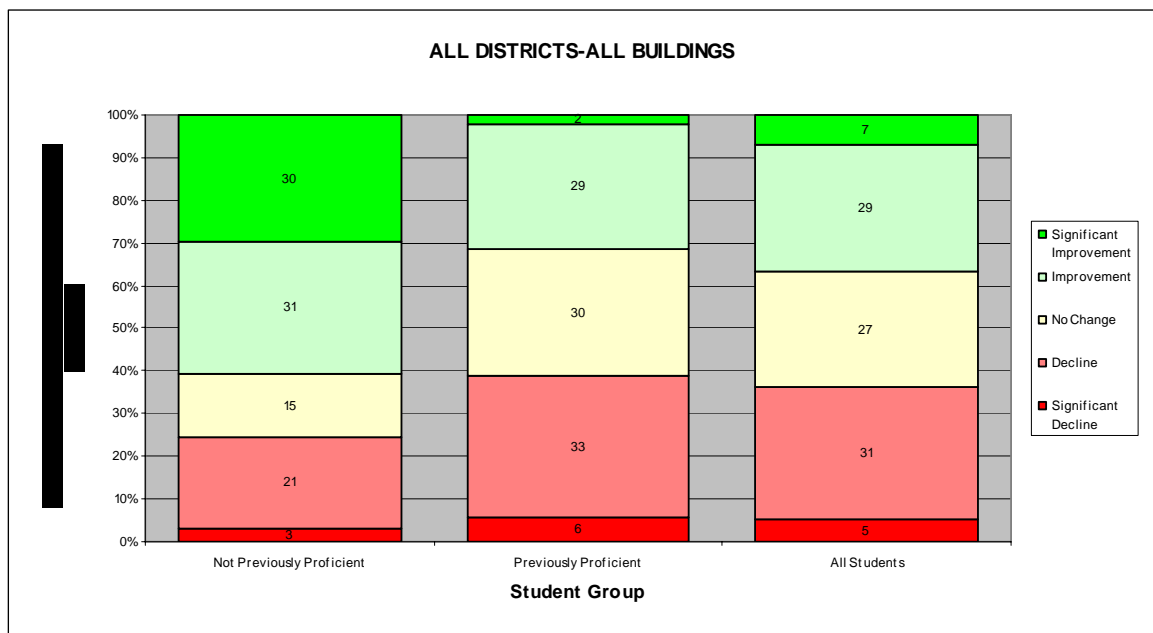
While these reports are provided to educators for each student individually, they are also aggregated across students to show the progress students are making across three groups: (1) students who were previously proficient, (2) students who were previously **not** proficient, and (3) all students. For example, at the school and grade level, the following table is provided, and the following graphic is available.

**Table 1. Progress Report for Statewide Grade 7 Reading Achievement**

**Fall 2008 (Grade 6) to Fall 2009 (Grade 7) MEAP Reading Performance Level Change Percents  
ALL DISTRICTS-ALL BUILDINGS**

Student Group	Performance Level Change Category				
	Significant Decline	Decline	No Change	Improvement	Significant Improvement
Not Previously Proficient	3.3	21.1	14.7	31.3	29.6
Previously Proficient	5.9	32.9	29.9	29.1	2.3
All Students	5.4	30.8	27.2	29.4	7.0

*NOTE: 107004 students (92.7%) were successfully matched from Fall 2008 to Fall 2009*



*Figure 1. Progress Chart for Statewide Grade 7 Reading Achievement*

Michigan's current and ongoing plan to calculate student growth is detailed in Section (D)(2)(i) of the application. As these plans are implemented and data are produced, Michigan will undertake the following steps to provide this information on student growth to educators:

- Using Michigan's student and teacher link (described in Section (C)), data on the growth of students can now be provided to individual teachers. This will be provided for teachers in each given subject area, but data on mathematics and reading growth will be provided to all teachers. In other words, a science teacher

will be linked to growth in science for all of her students, but will also be linked to reading and mathematics growth in all of her students. This is to help inform teacher instructional practice both within specific content areas and also on core areas of learning, and to help ensure that all instructional staff are supporting school- and statewide goals in reading and mathematics. It is important to note that the *use* of these data for non-reading and mathematics teachers will be locally bargained; but the state will *provide* this information in support of schools and districts evaluating progress toward system-wide goals.

- Using the new education information data portal (described in Section (C)(2)), this teacher-linked student growth data will be made available to individual educators throughout the system, in order to inform individual practice. It will also be made available, at the appropriate levels of aggregation, to various stakeholders throughout the system (i.e. principals, superintendents, the interested public, etc.) All FERPA and other considerations will be carefully followed (see Section (C)(2) for further information on privacy considerations in the provision of individual level data).
- Aggregate reporting regarding student growth at the school, district, and state level will continue to be generated by the state for growth in content areas in which the state currently administers assessments.
- Aggregate reporting regarding student growth will be provided by the Regional Data Initiatives and consortia of intermediate school districts where the assessments to calculate growth are locally determined and administered. The state will provide guidance and technical assistance to accomplish this.

Finally, the state will fund through a request for proposals, the development of a tool for conducting educator evaluations to reside within the regional data initiatives. The tool will be built on a collaboration of the regional data initiatives, principals associations, and teacher unions. This tool will be developed to facilitate the conduct of annual evaluations, but the tool will not be required to be used in evaluations.

**D.5.5 In collaboration with Local Education Agencies, ambitious but achievable annual targets to ensure that participating Local Education Agencies [*Corresponds with Section (D)(2)(v) in federal notice*]**

*Use these evaluations, at a minimum, to inform decisions regarding—*

- (a) Developing teachers and principals, including by providing relevant coaching, induction support, and/or professional development;*
- (b) Compensating, promoting, and retaining teachers and principals, including by providing opportunities for highly effective teachers and principals (both as defined in this notice) to obtain additional compensation and be given additional responsibilities;*
- (c) Whether to grant tenure and/or full certification (where applicable) to teachers and principals using rigorous standards and streamlined, transparent, and fair procedures; and*
- (d) Removing ineffective tenured and untenured teachers and principals after they have had ample opportunities to improve, and ensuring that such decisions are made using rigorous standards and streamlined, transparent, and fair procedures.*

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In support of the educator evaluation framework and the need for targeted intervention, Michigan has identified the RESPONSE system, by which there is an ongoing mechanism of instruction, assessment, analysis, and targeted intervention (see Section (A)(3), Section (B)(3), and Section (C)). The important takeaway is that Michigan is not simply implementing annual educator evaluations in a vacuum. Michigan is implementing annual educator evaluations as part of a system-wide realignment to focus intensely on improving instruction through the targeted use of quality data in order to improve student achievement outcomes and close achievement gaps. A key component of this system is the system-wide focus on targeted, appropriate professional development (see section (D)(5) for more information).

State laws regarding teacher tenure (including probationary periods for new teachers) and collective bargaining have been in place in Michigan for many years. New laws (Michigan Compiled Law 380.1249 and 380.1250) describe more rigorous evaluations based in significant part on student achievement/growth data. These new laws do not

contradict existing law, but do explicitly require the use of evaluations based in significant part on student achievement/growth to inform decisions regarding the following:

- i. The effectiveness of teachers and school administrators, ensuring that they are given ample opportunities for improvement.
- ii. Promotion, retention, and development of teachers and school administrators, including providing relevant coaching, instruction support, or professional development.
- iii. Whether to grant tenure or full certification, or both, to teachers and school administrators using rigorous standards and streamlined, transparent, and fair procedures.
- iv. Removing ineffective tenured and untenured teachers and school administrators after they have had ample opportunities to improve, and ensuring that these decisions are made using rigorous standards and streamlined, transparent, and fair procedures.

While the implementation of these requirements must be collectively bargained, they must also be collectively bargained within the constraints of the law, meaning that by definition, the requirements of this section must be met for all districts, whether they are participating districts or not.

The framework for educator evaluation described in detail in section (D)(2)(ii) provides a partial basis for meeting requirement (iv) in that there is great care taken with regard to assuring that the evaluations are rigorous, and fair by:

- Assuring that all educator goals are based on student outcomes, including student achievement growth data.
- Assuring that for all goals whose attainment can be measured against student achievement growth data, all available and applicable achievement data (including state-provided data) is to be included in measures of goal attainment.
- Assuring that student achievement growth data are not over-interpreted in evaluations. In particular, the framework provides for ample opportunity to improve by specifying that for educators whose student achievement growth data

are poor, targeted intervention (e.g. professional development) must be provided, and the student achievement growth data should not be considered in any high-stakes decisions for a minimum of three years after an educator enters a specific evaluation system; and then only when the data are consistently poor across multiple years even though targeted intervention has been provided.

Because the implementation of these procedures for using the evaluations for key decisions are locally determined, any quality assurance activities undertaken by the state must respect collective bargaining agreements. In order to support the implementation of the annual evaluations, the state will use the new fields in the Registry of Educational Personnel to develop and produce reports regarding statewide percentages of the number of teachers and leaders evaluated, the number and percentage of teachers and leaders rated in each category, and the range of student growth used in evaluation systems.

### *Compensation Decisions*

While all decisions with regard to compensation are locally determined, educator evaluations could be tied to compensation decisions where appropriate, after the minimum three year period for an individual educator in a given evaluation system and taking into account all precautions on the fair and valid use of data outlined above. Schools, districts, or intermediate school districts could decide to identify a compensation structure for teachers or even for teacher teams or schools, and could collectively bargain the implementation of that structure. The state will support these activities where possible, and may provide seed money to consortia of intermediate school districts to develop and implement small-scale programs. These programs will be evaluated using rigorous evaluation methods under the direction of the statewide research collaborative, and the results will be used to inform the potential scaling of those programs. Given the fact that Michigan has only recently been given legal authority to link student and teacher data, and to conduct annual evaluations, there is not a well-developed, collaboratively determined, and fully researched system in place by which to award compensation based on performance, and Michigan does not believe it to benefit the state to implement one

without those key aspects being addressed, particularly given that the research on teacher compensation strategies is mixed (i.e. Ladd et al, 2010).